


Joint Contracting Command-Iraq/Afghanistan (JCC-I/A) Supports Commanders and Their Troops

For this special contracting issue, U.S. Air Force MG Darryl A. Scott, Comanding General, JCC-I/A, took time from his busy schedule to respond to questions regarding how the JCC-I/A contributes to the overall war effort by supporting combatant commanders and their troops in Iraq and Afghanistan. He also explained how JCC-I/A officers help train, educate and mentor their Iraqi counterparts, thereby building their capacity to become self-sufficient. Scott has a long military career in the acquisition field and previously served as the Director, Defense Contract Management Agency, where he managed more than 12,000 civilian and military leaders, managers and technical personnel in performing worldwide acquisition life-cycle contract management for DOD weapon system programs, spares, supplies and services.

The JCC-I/A's Host Nation First initiative is ensuring that more contracts are being awarded to Iraqi and Afghan companies; training in contracting procedures with the government is being conducted for interested Iraqi and Afghan businesses; and courses are being conducted to teach interested business men and women how to write effective proposals. The JCC-I/A has done a superb job in reaching out to the Iraqi and Afghan vendor bases. Here, Iraqi laborers finish construction on a gas pipeline at the Baghi Power Plant in Iraq. (U.S. Army photo courtesy of USACE)



AL&T: This year has been designated as the “Year of the Police” in Iraq. How has Army Joint contracting helped the Multi-National Force-Iraq (MNF-I) put the necessary resources in place to train the new Iraqi Security Forces and provide the necessary equipment?

Scott: Army contracting officers are integrated into the JCC-I/A. JCC-I/A is filling the material and life support needs of the Iraqi National Police and other Ministry of Interior [MoI] security forces throughout Iraq. We procured everything from police and border enforcement troops’ weapons and personal equipment to training services; from vehicles and logistics services to meals and recreation needs for more

than 30 police academies, forward operating bases [FOBs] and border forts. We will spend \$190 million to support the Iraqi police this year. One great example of this effort is our recent purchase of new “digital pattern” Iraqi police uniforms to help counter the insurgents’ using counterfeit old police uniforms as disguises when committing terrorist acts.

Also, JCC-I/A has embedded one of our officers in the MoI to coach, teach and mentor the contracting staff. He does everything from teach contracting classes and conduct vendor education, to advise senior procurement officials on policy and procedures. The goal is to help the MoI become self sufficient

and fully capable of supporting its own supply, service and construction contracting needs. Other efforts are underway to move the Ministry toward a transparent, accountable and accessible procurement system geared toward gaining the confidence of the Iraqi people and supporting economic growth nationwide.

AL&T: The JCC-I/A has been in place since Jan. 29, 2005. How has the JCC-I/A helped MNF-I over the past 15 months?

Scott: We provide full-spectrum contracting support to our military forces and to Iraq reconstruction efforts. Our contracting officers are well trained and



MG Scott (left front) receives the JCC-I/A colors from MNF-I CG GEN George W. Casey Jr. during a Change of Command Ceremony held Feb. 2, 2006, in Baghdad, Iraq. (U.S. Army photo by LTC Gordon Rawlison, JCC-I/A J3 Operations Officer.)

experienced and come to us from all the services. There are two sides to JCC-I/A: the Principal Assistant Responsible for Contracting-Forces [PARC-F] supports the warriors on the battlefield; and the Principal Assistant Responsible for Contracting-Reconstruction [PARC-R] focuses on large-scale reconstruction projects. More specifically, the PARC-F provides our units the ability to acquire goods and services not normally available through our organic logistics capabilities. This provides for dramatic improvements in flexibility to address the problems MNF-I faces. The contracting officers

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are located forward with our units, which creates habitual relationships and gives the contracting officers a better appreciation for their customers' diverse needs while increasing responsiveness.

The PARC-R has been involved in contracting for nearly everything from electrical distribution, oil pipelines, sewage systems, clean drinking water, border forts and prisons. Typically, the Iraqi Reconstruction Management Office provides the priorities, the Gulf Region Division of the U.S. Army Corps of Engineers provides designs, project and construction management, and JCC

provides the contracting expertise. This

enterprise is of huge importance because it provides for the rebuilding of a nation decimated by decades of war and mismanagement. With this new infrastructure to build upon, the Iraqi government will be able to provide more opportunity for their people and prosper.

AL&T: The JCC-I/A has contributed immensely to the overall war effort in supporting combatant commanders and their troops, both in Iraq and Afghanistan. Do you foresee JCC teams being used in the future for other contingency operations? If so, what can we do now to make them more responsive and productive in the future?

Scott: Absolutely, the JCC model is the way to go and here's why:

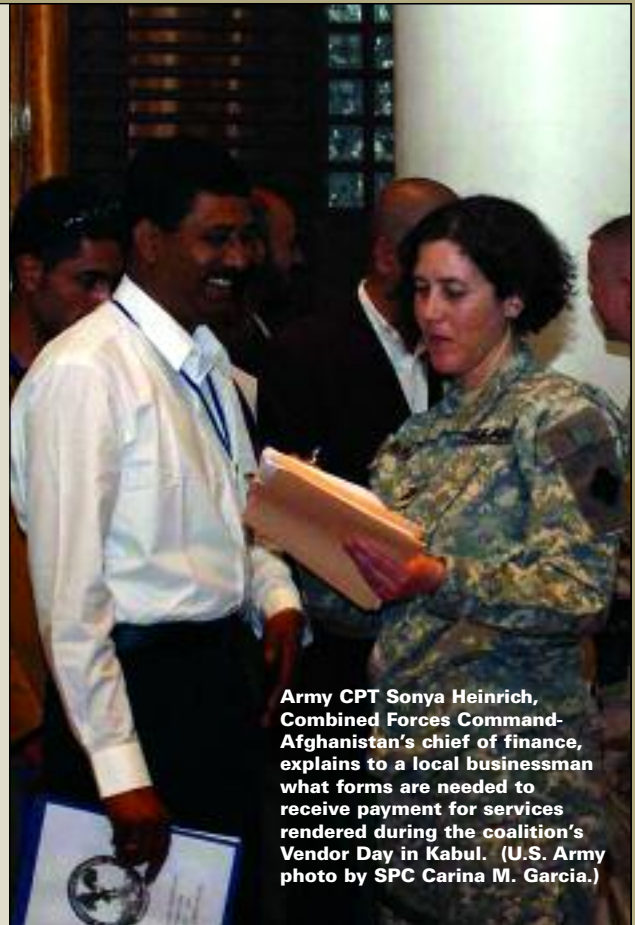
- We capitalize on the particular strengths the different services' personnel bring to the table.

- We can “swing” resources quickly as the weight of effort in theater shifts to different priorities, regions or events.
- We’re more efficient — doing more with less — than putting contracting assets in individual tactical units.
- We’re able to focus and coordinate policies and activities to support the Combined/Joint Operations Area [CJOA] Commander’s intent better than individual contracting units.

These are all significant advantages of the Joint model. We’re learning where we need to improve the model through practical experience too. We need to flesh out how the entire contracting community builds contracting support plans [CSPs] that integrate with operational war-planning efforts and synchronize with other battlespace effects. CSPs are described in Joint doctrine, but there are no tactics, techniques and procedures [TTPs] for how you develop them. We don’t have TTPs for how you implement them at the contracting center level. We don’t have adequate command and control [C2] doctrine to ensure that contracting efforts are aligned and accountable to the operational and tactical commanders’ intent. We’re working to

develop all those things, and doing it in an “inherently Joint” environment.

Contingency contracting training needs updating, and we’re working through the Army Acquisition Executive and the other service procurement executives and the Defense Acquisition University to do that. Our contracting officers are mostly trained in the use of the *Federal Acquisition Regulation (FAR)* and experienced in its application in non-contingency environments. We need to increase training for contingency operations, where many traditional *FAR* rules do not apply. An example is the Commanders’ Emergency Response Program [CERP]. For CERP, most of the *FAR* rules are either explicitly excluded by legislation, or the law allows DOD to waive them — which has been done. But we’re finding that telling folks “these rules don’t apply” isn’t enough. Many of our processes are driven by those rules, and when



Army CPT Sonya Heinrich, Combined Forces Command-Afghanistan's chief of finance, explains to a local businessman what forms are needed to receive payment for services rendered during the coalition's Vendor Day in Kabul. (U.S. Army photo by SPC Carina M. Garcia.)

you waive the rules, the process goes away too. People who’ve only been trained on one rule-based process don’t know what to do without it, so they apply the old process anyway, which slows things down like adding leg weights to a sprinter. We need to train folks on principles, not processes.

Using CERP as an example again, the law lays out three principles — actions must be transparent, fair and accountable. How do we do that and preserve the speed of effects CERP was designed to achieve? We can’t do it by just telling folks what they don’t have to do, they need to know what they can do. The final area for improvement is synchronization of contracting efforts across contracting activities. As you are aware, the U.S. Central Command Fragmentary Order that formed us intended to achieve a unity of contracting effort across the entire area of responsibility [AOR] as we implemented



Navy LCDR Nicky Chambers, Joint Contracting Command-Afghanistan, speaks with women from the Afghan business community during the coalition's second annual Vendor Day, May 17, 2006, in Kabul. (U.S. Army photo by SPC Carina M. Garcia.)



Iraqi police officers conduct martial arts training at Combat Outpost Rawah, Iraq, May 17, 2006. The JCC-I/A has administered contracts valued at \$190 million to outfit Iraqi police units this year. New digital pattern camouflage uniforms are being issued to replace old style uniforms that had been stolen and are being used by insurgents. (U.S. Marine Corps photo by LCPL Andrew D. Young, 1st Marine Division.)

the CJOA Commander's intent. We are still getting our arms around all the different organizations doing contracting both in the AOR and in support of the AOR that don't directly work for JCC-I/A. We have to get them on board, through Memoranda of Agreement, reporting relationships or C2 relationships or whatever, to make sure they're aligned with the CJOA Commander's intent and accountable to him for effects.

AL&T: Intrinsically, we understand the importance and value of building solid contractual relationships with local national vendors in both Iraq and Afghanistan. How have Army Joint contracting officials helped forge these relationships and, in so doing, helped rebuild regional stability, a stronger public utilities infrastructure and a working economy?

Scott: I think we always knew the value of awarding contracts to local national vendors to the maximum extent possible. We discussed awarding contracts to Iraqis, the need to train them in contracting with the government, about teaching them how to write effective proposals and how to reach out to the Iraqi vendor base. However, we only recently institutionalized that process. We're doing the same in Afghanistan. In fact, the Afghan CJOA is about six months ahead on this.

We've developed, and are in the process of deploying, host nation [HN] contracting programs in both

countries. The desired end state is to award 75 percent, or more, of available funds directly to HN firms. Or, if award is not made directly to an HN firm, it stresses the use of subcontracting to HN businesses or employing local national [LN] citizens.

Our Host Nation First efforts use three approaches to increase awards to HN vendors — contracting, training and advertising. Critical to the process are contracting and training.

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- The contracting approach replaces "lowest price/technically acceptable" award criteria with "best value" criteria in which significant weight will

be given to HN participation at the prime and subcontracting levels and in employing LNs.

- The training elements are aimed at increasing the potential pool of HN vendors and increasing their chances to be competitive through preparing better proposals. However, training isn't just the traditional vendor education classes like we do in CONUS and elsewhere. We're also hiring and deploying bilingual/bicultural experts who understand local cultures and business practices. These are some extremely talented and motivated folks! They allow us to work with local institutions that already exist,

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like business development centers and chambers of commerce, to increase the qualified vendor pool.

I am keenly aware that there are some concerns with our efforts. There exists the possibility that goods and services may cost more, take longer to get or the products and services may not be what we are accustomed to. But the strategic benefits of creating employment opportunities in two nations with some of the highest unemployment rates in the world outweigh those considerations. People who have jobs, a way to support their families and future with hope, don't support insurgencies!

AL&T: What do you think have been the contracting community's greatest success stories in helping with Iraqi and Afghan reconstruction to date?

Scott: JCC-I/A has a number of success stories. Outstanding contracting support to the warrior is absolutely #1. In the first 8 months of this fiscal year, we have awarded nearly 15,000 contracts worth more than \$1 billion in support of our warriors. That is, and will continue to be, our core mission that always gets first priority.

But beyond the day-to-day support to the warrior, we have played a major role in contracting that has strategic effects. For example, we awarded a contract for date palm spraying on short notice that had the highest visibility in the Iraqi government. The date palm industry is the #2 income producer in Iraq, with oil being the lead. We also have contracted for bottled water plants located in some of our larger and more enduring FOBs that save the taxpayer more than \$225 million per year. But more importantly, this effort takes nearly 100 trucks off the main supply routes each day, dramatically reducing the risk to our troops.

The success of our officers who are embedded to mentor in the government ministries is another area I am proud of. We have placed six "embeds" in both the Ministries of Interior and Defense to help train, educate and mentor their Iraqi counterparts. The success of their work — building capacity in the ministries to be self-sufficient — is what will, ultimately, get our forces home more quickly.



Zuhko Military Academy barracks in Zanko, Iraq, nears completion. The IRMO prioritizes projects; the USACE GRD provides engineering designs, project and construction management; and the JCC-I/A provides the necessary contracting expertise for working with local Iraqi contractors or subcontractors. (USACE photo by Harry Weddington, Omaha District Public Affairs.)